

## DAVIS COUNTY, UT FEASIBILITY STUDY FOR ANIMAL CARE

#### MID-PROJECT BRIEFING REPORT

July 25, 2022

#### **OVERVIEW**

Citygate Associates, LLC (Citygate) was asked to conduct an independent study to assess the animal sheltering needs of Animal Care of Davis County (ACDC). The assessment includes a review of ACDC's ability to meet current and growing animal care needs in Davis County (County), evaluation of options for shelter services, and an operational assessment. The primary focus of the project is the needs assessment for a new animal shelter facility. Citygate's report will provide a final recommendation on the preferred animal shelter model for the County along with recommendations on operations.

Part of this analysis will be an assessment of different costs and considerations involved with replacement of the current animal shelter. It will include answers to the following questions:

- 1. What programming components should be included in a new facility?
- 2. What options for services should be reviewed, evaluated, and provided going forward?
- 3. What are the cost estimates for the capital project?
- 4. What are possible alternatives for delivering care for animal sheltering services?
- 5. What are the options under consideration for implementation and phasing of the transitions?
- 6. What is Citygate's final recommendation on the preferred animal shelter model for the County?

To provide this analysis, Citygate has made initial observations and findings. A primary analysis was conducted by reviewing the submitted documents and data as well as historical statistics on animal intakes and trends. Interviews were conducted with appropriate stakeholders, County commissioners, and city officials, as well as shelter staff and volunteers.

The purpose of this Mid-Project Briefing Report is to advise Davis County of Citygate's preliminary findings and recommendations. This will provide the County with an opportunity to perform fact-checks and make any mid-course corrections before Citygate prepares the Draft Report.

#### **OBSERVATIONS**

#### **Current Facility**

- 1. The current facility was renovated in 2000 but it does not meet ACDC's operational needs or support conformance with ACDC's Standard Operating Procedures (SOPs).
- 2. Many areas of the current facility are functionally inadequate, including the:
  - a. Front lobby
  - b. Animal housing areas
  - c. Office space
  - d. Animal intake and treatment areas
  - e. Euthanasia room and animal disposal cooler
- 3. The current facility completely lacks areas for provision of veterinary medical care, including:
  - a. Examination rooms
  - b. Isolation areas for sick animals
  - c. A veterinary surgical suite
  - d. Housing for surgical recovery or animals under non-infectious medical care
- 4. There are other necessary functional areas that are not present in the current facility, including:
  - a. An expanded area dedicated to volunteer support
  - b. Areas to showcase adoptable animals
  - c. Areas inside the building for the public to interact with adoptable animals
  - d. Appropriate dog and cat intake rooms
  - e. A separate area to intake animals brought to the shelter by the public, as well as an area for Animal Control Officers to process animals they have impounded
  - f. A space for training personnel and volunteers and educational opportunities for the public
  - g. Restrooms and locker area for staff
  - h. A staff break area

- 5. Mechanical systems within the current system are inefficient and do not conform to best practices:
  - a. The existing mechanical units, housed in an attic, are at the end of their anticipated shelf life.
  - b. The air-handling system and evaporative cooler are inefficient, inappropriate for an animal shelter, and could contribute to disease within the facility by introducing more moisture into an already high-humidity environment.
  - c. Alternative plumbing systems would better serve animal shelter needs; a completely different system will be selected for the new facility.
  - d. The location of the deceased animal cooler is in an unventilated space, resulting in excessive odors experienced by the public, volunteers, and staff.
  - e. Artificial light, while bright, is harsh and inappropriate for animal holding habitats.

#### **Fiscal**

- 1. The General Fund subsidy required by ACDC has averaged approximately \$570,000 annually over the past three fiscal years. This amount would have been significantly higher if not, primarily, for savings resulting from several vacancies. As these vacancies are filled, the General Fund subsidy will increase even if no other changes are made.
- 2. S.B. 104 legislation provides an option for the County to support the financing of a new animal shelter.
- 3. S.B. 104 also offers opportunities to augment funding for operations.
- 4. ACDC has completed a fees and charges study and has revised fees and charges which are more in line with comparable agencies and the goals of ACDC.
- 5. Animal licensing revenue and compliance is low.

#### **Current Operations**

- 1. The SOPs are well written.
- 2. There is a strong and positive life-saving culture at ACDC.
- 3. The current level of staffing is inadequate to meet operational needs.
- 4. The number of animal intakes has been trending down for the last eight years despite the human population increasing significantly during the same time period. There has been an increase in intake numbers in the first six months of 2022.
- 5. The Shelter Medicine Program is weak due to the lack of a staff veterinarian and medical facilities.

- 6. The Field Services Program is not operating as effectively as it should be:
  - a. Review of overall field procedures indicates many anomalies and errors in data entry.
  - b. Dispatch can be performed more effectively.
  - c. Field response times and call prioritization can be improved.
- 7. There is considerable staff turnover at ACDC.
- 8. Current business hours are from 10 AM to 6 PM Monday through Friday.
- 9. The telephone auto-attendant system offers only two options and both options direct the caller to the same place, which is Field Dispatch.
- 10. The ACDC website has some challenges; dog licensing information is incomplete.
- 11. Current front desk procedures may result in long wait periods for customers.
- 12. Most of the animals' diets are comprised of a wide variety of donated food.
- 13. Current practices for owner surrenders and owner-requested euthanasia may not be in line with currently accepted best practices.
- 14. The software system, Chameleon, is underutilized in most areas of operations including shelter, field, reports and statistics, and medical records. There are also some errors in the way Chameleon is currently utilized.
- 15. The Foster program has recently been expanded and this has produced very successful results.
- 16. Current adoption policies are causing some confusion and some customers have become upset.

#### **Stakeholder Input – County Commissioners and City Managers**

- 1. There is an overall excitement about the momentum and progress toward the project to replace the animal shelter and revamp operations.
- 2. Many see this project as an opportunity to bring the County up to best practice standards with a state-of-the-art facility including an adoption center, a veterinary clinic, and adequate, clean, and comfortable spaces for the animals and people at the center.
- 3. There is consensus that the current facility is aged, woefully inadequate, and in need of replacement.
- 4. Many expressed a desire to build a functional, welcoming facility that is organized, professional, has adequate space, and is interesting for visitors, but not overly elaborate or a "Taj Mahal."
- 5. Overall impressions of the current director are very favorable and supportive of her vision for the future and the changes she is bringing.

- 6. Observations indicate that the current staffing level is inadequate to provide necessary services and better adapt to the demands of a growing county that is no longer considered primarily rural.
- 7. Many stakeholders requested open hours on the weekend.
- 8. The cities are very pleased with the recent addition of regular field services on weekends.
- 9. City input was mixed in regard to satisfaction with the level of service, with some being fully satisfied and others requesting improvement.
- 10. Most cities did indicate concerns about response time for field activities.
- 11. All parties are in support of the implementation of S.B. 104 and the cities have an expectation that the first year will be cost neutral.
- 12. The cities are very pleased to have the County fully take on provision of services and improve them.
- 13. There was consensus that a single ordinance for the whole County and all the cities, including fees for consumer services, would be a desired improvement.
- 14. The cities indicated that they are happy with the culture of collaboration with the County and feel the County is responsive to municipal concerns.
- 15. There should be public relations components incorporated going forward to be sure that the public is aware of ACDC's operations and goals.
- 16. The input on the location for a new facility was nearly evenly split:
  - a. Some stakeholders were in favor of moving the location to a more central part of the County.
  - b. Possibilities mentioned included Farmington, Layton, and Bountiful.
  - c. Some stakeholders were in favor of maintaining operations at the current site and indicated that this location offers opportunities for dog walking, outdoor play areas, livestock housing, and is known to the public.
  - d. Advantages of the current site include its proximity to Public Works, that it is County-owned, and that it is of good size.

#### Stakeholder Input - Customers, Volunteers, Rescue Groups, and Employees

- 1. Many comments were very positive, including that the staff was courteous, helpful, kind, professional, and very caring towards the animals.
- 2. Where stakeholders indicated concerns, these involved:
  - a. Field services
  - b. Adoption procedures
  - c. Lack of veterinary care

- d. Shelter facility
- e. Overwhelmed staff
- f. Website
- g. Marketing
- h. Animal-licensing process
- 3. Generally, the volunteers were very pleased with the volunteer program and had many positive things to say about it—especially the dog walking and Weekend Wags program and the staff.

#### **Local Area Surveys**

Citygate was asked to perform a survey of five neighboring governmental shelters—Salt Lake County Animal Services, Weber County Animal Services, West Valley City Animal Services, Sandy Animal Services, and South Salt Lake City Animal Services—to include statistics and operational areas. Some findings of the survey include:

- 1. The number of live feline and canine intakes for 2021 ranged from 431 to 5665 animals, with ACDC, Weber County Animal Services, and West Valley City Animal Services all having approximately the same number of live feline and canine intakes.
- 2. Davis County had the second lowest percentage of people in poverty (5 percent in Davis County versus 4 percent in Sandy City).
- 3. Out of the six shelters, ACDC had the highest percentage of owner surrenders, the highest percentage of owner requests for euthanasia, the highest percentage of animals being transferred in from out of County, the lowest percentage of animals transferred to adoption partner groups (sometimes referred to as rescue groups), and the lowest percentage of animals returned to owners.
- 4. ACDC was the only shelter in the survey that did not use an adoption application, that was not allowed to ask for donations on social media or its website, that provides daily vaccinations for owned animals, and that walks its dogs in the morning prior to kennel cleaning.

#### PRELIMINARY FINDINGS, COMMENTS, AND RECOMMENDATIONS

#### Facility

- 1. Take advantage of the current universal and positive support for replacing ACDC's facility. Citygate's report will provide a template and plan to move the project forward.
- 2. While the current facility is inadequate, Citygate recommends that the County focuses on the plan for a new facility to replace the existing one, and not make any substantive changes to the current facility.

- 3. New construction would likely take fifteen to eighteen months for completion.
- 4. The site for a new facility should be carefully considered. There are advantages and disadvantages to the current location. The report will include the pros and cons of staying at the current location versus moving to a new site.
  - a. The existing site has a lot of benefits and when the final project is completed, it could be very special and serve the County, residents, and animals well.
  - b. Building on the current site will involve these key issues:
    - i. Visitor and staff parking Parking for both staff and the public during construction needs to be carefully thought out and will not be overly convenient. Additionally, cooperation will be needed from the adjacent County facility to assist with interim parking on their site.
    - ii. **Contractor staging area** A viable contractor staging area including space for material storage, job trailers, and contractor parking needs to be planned for.
    - iii. Alternative access to radio antennae/towers While the existing cell tower access road can probably be worked around, it currently limits the available area for a new facility. Therefore, Citygate recommends finding a more efficient way to access the cell tower that would allow a larger, more efficient building footprint. See attached concept diagrams which illustrate existing and alternative conditions.
    - iv. Development of a clear plan to address and minimize animal and staff sound stress levels There certainly will be noise, power outages, and other interruptions regardless of the best of plans. The County needs to evolve the very best construction strategy possible, which could involve making certain design decisions that work best for a construction project at the current site that would not have been made for a new construction project in a different location.
- 5. The new facility should include expanded areas for animal intake and housing, visitation with adoptable animals, veterinary medical care, volunteer support, staff offices, education, outreach, and expanded program elements such as foster care, behavior, and training.
- 6. A veterinary clinic will provide a place for medical care, spay and neuter services, and treatment of shelter animals as well as a location for the public to obtain spay and neuter services, vaccinations, and microchips for owned animals.
- 7. The addition of an area dedicated to the foster program is critical to not only reducing shelter size but also cultivating more community involvement and making the shelter more of a community service center.

- 8. A puppy nursery that can also be used for small breed dogs is a new component that would be included.
- 9. Approximately 28,000 sq. ft. are needed to fit intended programs and services into the new shelter. See **Attachments A1**, **A2**, **B1**, and **B2** for potential options related to staying on the current site.
  - a. **Schemes A1 and A2** will allow all intended programs, requiring around 28,000 sq. ft. (building in **blue**), to be accommodated on one level by rerouting the entrance to the Cell Tower Access Road (in **red**).
  - b. **Schemes B1 and B2** can only provide around 25,000 sq. ft., which would require a second level to accommodate all intended programs without relocating the Cell Tower Access Road, which Citygate does not recommend.
  - c. **Schemes A1 and B1** have a "horizontal" staff parking design which allows for a large green space configuration closer to the new shelter for dog runs and outdoor exercise areas.
  - d. **Schemes A2 and B2** have a "vertical" staff parking design which allows for a large green space configuration to the left of the parking area for dog runs and outdoor exercise areas.
  - e. There is tight access between the southeast corner of the new building and the steep hillside that will require further study.
- 10. If the decision is made to build at a new site, the project timeline will lengthen as no potential sites have been identified.
- 11. A new site will also add to the project cost due to the need to purchase property.
- 12. Citygate's recommendation for siting the new facility is to build at the current location. Citygate's reasoning includes:
  - a. This will move the project forward more quickly as a new site will not need to be acquired.
  - b. It will have the benefit of saving funds that would be spent to purchase an alternate site.
  - c. The existing site has familiarity and nostalgia for local residents.
  - d. The walking trails offer opportunities for exercising animals and enrichment.

#### Administration

- 1. The current Director is progressive and effective. Her vision and changes are guiding ACDC in a positive direction.
- 2. Move forward with the implementation of S.B. 104 and include creation of a single ordinance for the cities and County.

3. Continue proactive collaboration with partner cities throughout this transition and beyond.

#### **Fiscal**

- 1. Review the cost distribution for provision of County-wide animal services and formally document the agreed upon rationale for the cost distribution methodology.
- 2. Move forward with the process to use S.B. 104 as an option for the existing costs of providing animal services.
- 3. Discuss with entities receiving animal services from ACDC their support for using S.B. 104 as an option to fund a new animal services shelter facility and, based on the results of the discussion, explore the options available.
- 4. Review the processes used to ensure that all fees and charges that ACDC is entitled to are, in fact, collected. This could include actions such as implementing an animal canvassing program to help ensure collection of appropriate animal licensing revenue.
- 5. ACDC should fill vacancies based on a cost versus benefit review based on implementation of the operational recommendations of the report.

#### **Operations**

- 1. The shelter should be open on Saturdays because it is traditionally the busiest day of the week for animal adoptions, adoption partner groups, and volunteers. This could be accomplished by either having business days of Monday–Saturday or Tuesday–Saturday. If it is to be a six-day-a-week schedule, additional staff will need to be hired to adequately staff the front desk and assist shelter visitors.
- 2. ACDC should develop a more robust phone tree that provides basic information up front and appropriately directs callers to the source of information they are seeking.
- 3. The website should include a printable animal license application form and should explain adoption procedures.
- 4. Policies and procedures for utilization of Chameleon software should be developed and a program for re-training should be implemented.
- 5. The practice of feeding shelter animals donated food leads to inconsistent diets and gastrointestinal problems for many animals. The shelter should determine a good-quality diet for shelter animals, purchase the food, and change feeding practices to ensure consistency and proper diets.
- 6. The current staffing level does not fully support the extent of operations. Additional positions should be added to the organizational chart and included in the budgeting process for 2023.

- 7. New positions should include a full-time Staff Veterinarian, a Behavior and Training Coordinator, an Adoption Counselor / Social Media Specialist, an additional Veterinary Technician, and an additional Shelter Technician.
- 8. The report will also include recommendations for staffing when the new facility is built and occupied.
- 9. There is a high turnover rate in staffing as well as frequent vacancies. Evaluate the causes and create a plan to improve recruitment and increase retention.
- 10. Policies related to adoption, adoption partner groups, and fostering should be revised.
- 11. There are opportunities to transfer more animals to adoption partner groups.
- 12. A full-time veterinarian should be hired, and consideration should include whether to perform spay and neuter services in a temporary location until a new shelter can be built.
- 13. Field services procedures and priorities need to be updated. A system to evaluate response time and the effective resolution of complaints needs to be implemented.

The Draft Report will contain recommendations for a new facility, modifications to operations—including policies and procedures, staffing, suggestions for phasing and implementation of changes—and preliminary cost analyses for the new facility.

The report will explain currently accepted best practices in animal control and recommendations for Davis County. It will also outline the process for construction of a new, state-of-the-art, modern facility, including all of the necessary program elements and potential timelines for the process.

Citygate's study is based on data and statistics from fiscal years 2014–2021. There will be discussion of the noted effects of COVID-19 on animal control programs, but these will not drive Citygate's analysis.

2019			
Count	Position		
1	Director		
1	Dev. Director		
1	Veterinarian		
1	Shelter Svcs Supervisor		
1	Office Manager II		
1	Field Svc Supervisor		
1	Cruelty Investigator		
1	ACO Lead		
1	ACO		
1	Adoption Specialist		
1	Dispatcher/OS I		
1	Dispatcher/OS II		
1	Shelter Tech I		
1	Shelter Tech II		
1	Shelter Tech II		
1	Shelter Tech II		
1	Shelter Attendant		
25	FTEs		

2020				
Count	Position			
1	Director			
1	Dev. Director			
1	Veterinarian			
1	ACO			
1	Office Manager II			
1	Field Svc Supervisor			
1	Cruelty Investigator			
1	ACO Lead			
1	ACO			
1	Dispatcher/OS I			
1	Dispatcher/OS II			
1	Dispatcher/OS II			
1	Shelter Tech II			
1	Shelter Tech II			
1	Shelter Tech I			
1	Shelter Tech I			
1	Shelter Tech I			
1	Shelter Tech I			
1	Shelter Tech I			
1	Volunteer Supervisor			
1	Deputy Director			
1	ACO			
1	Shelter Attendant			
29	FTEs			

2021				
Count	Position			
1	Director			
1	Veterinarian			
1	Shelter Svcs Supervisor			
1	Office Manager I			
1	Field Svc Supervisor			
1	Cruelty Investigator			
1	ACO Lead			
1	ACO			
1	ACO II			
1	Dispatcher/OS II			
1	Shelter Tech II			
1	Shelter Tech II			
1	Shelter Tech I			
1	Shelter Tech I			
1	Shelter Tech I			
1	Shelter Tech I			
1	Shelter Tech I			
1	Shelter Tech I			
1	Shelter Attendant			
1	Foster & Rescue Coordinator			
1	Vet Assistant			
1	Volunteer Coordinator			
31	FTEs			

	<b>T</b> 1 '	-
Vet	Tech <sup>2</sup>	ı
V C C	1 C C 1 1	٠

2022	
Count	Position
1	Director
1	Deputy Director
1	Veterinary Technician
1	Shelter Svcs Supervisor
1	Office Manager I
1	Field Svc Supervisor
1	Cruelty Investigator
1	ACO Lead
1	ACO
1	Dispatcher/OS I
1	Dispatcher/OS II
1	Shelter Tech II
1	Shelter Tech I
1	Foster & Rescue Coordinator
1	Shelter Attendant
1	Volunteer Coordinator
32	FTEs

				Recommendations New
2023 Recommendations				Shelter
Position			Count	Position
Director			1	Director
Deputy Director			1	Deputy Director
/eterinary Technician			1	Veterinary Technician
Shelter Svcs Supervisor			1	Shelter Svcs Supervisor
Office Manager I			1	Office Manager I
ield Svc Supervisor			1	Field Svc Supervisor
Cruelty Investigator			1	Cruelty Investigator
ACO Lead			1	ACO Lead
ACO			1	ACO
ACO			1	ACO
ACO			1	ACO
ACO			1	ACO
ACO			1	ACO
ACO			1	ACO
ACO			1	ACO
ACO			1	ACO
ACO			1	ACO
Dispatcher/OS I	Reception		1	Dispatcher/OS I
Dispatcher/OS II	Reception		1	Dispatcher/OS II
Dispatcher/OS II	Reception		1	Dispatcher/OS II
Dispatcher/OS II	Dispatch		1	Dispatcher/OS II
Dispatcher/OS II	Dispatch		1	Dispatcher/OS II
Shelter Tech II			1	Shelter Tech II
Shelter Tech I			1	Shelter Tech I
Shelter Tech I			1	Shelter Tech I
Shelter Tech I			1	Shelter Tech I
Shelter Tech I			1	Shelter Tech I
Shelter Tech I			1	Shelter Tech I
Shelter Tech I			1	Shelter Tech I
Shelter Tech I			1	Shelter Tech I
oster/Rescue Coord.			1	Foster/Rescue Coord.
Shelter Attendant			1	Shelter Attendant
/olunteer Coordinator			1	Volunteer Coordinator
Staff Veterinarian			1	Staff Veterinarian
Behavior/Training Coord.			1	Behavior/Training Coord
Adoption Counselor			1	Adoption Counselor
TEs			1	Registered Vet Tech
		l	1	Admin Assistant
			1	Outreach Coordinator
			1	Public Information Rep.
				FTEs
				1

## ATTACHMENT A CURRENT SITE—SCHEMES A1 AND A2; SCHEME A PHASING PLAN

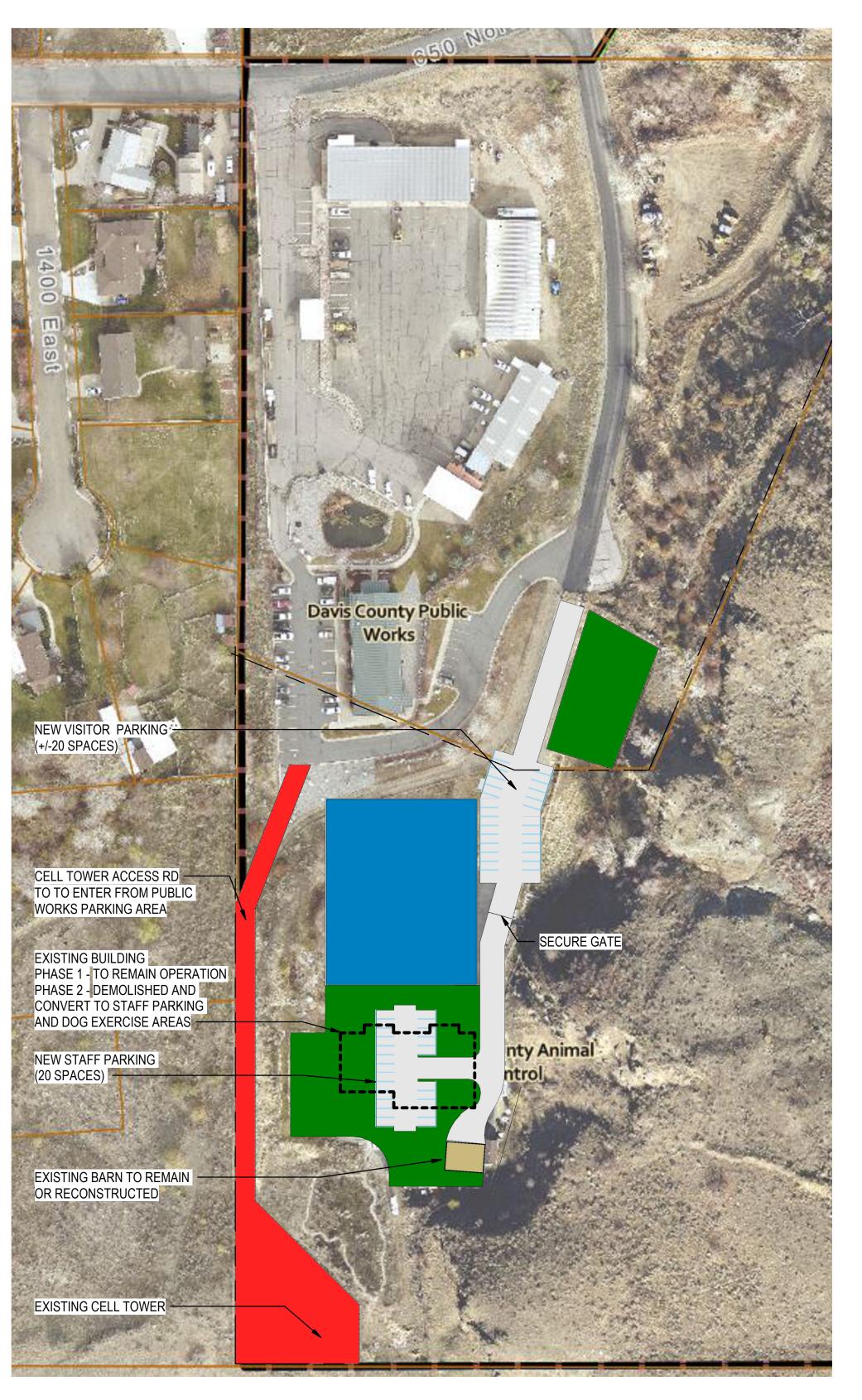
EXISTING BARN TO REMAIN

OR RECONSTRUCTED

EXISTING CELL TOWER —

SCHEME A.1 'HORIZONTAL' PARKING LAYOUT

1" = 80'-0"



2 SCHEME A.2 'VERTICAL' PARKING LAYOUT

1" = 80'-0"

## SCHEME A

**LEGEND** 

NEW SHELTER

CELL TOWER ACCESS

EXISTING AND NEW GREEN SPACE

EXISTING

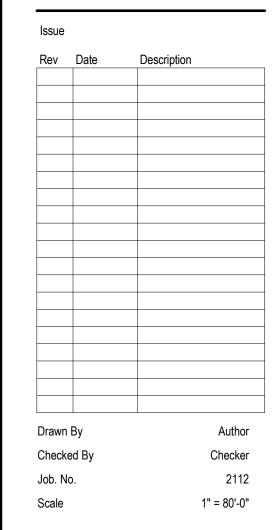
REROUTE THE EXISTING CELL TOWER
ACCESS ROAD FROM PUBLIC WORKS
PARKING AREA WHICH ALLOWS
+/-28,000 SF ON ONE LEVEL

EXISTING BARN +/- 1000 SF

## DAVIS COUNTY ANIMAL CARE

SWATT MIERS

5845 DOYLE STREET SUITE 104 EMERYVILLE, CA 94608 TEL. 510 985 9779 FAX. 510 985 0116 WWW.SWATTMIERS.COM



Reference North

SCHEME A

SK-01

Sheet

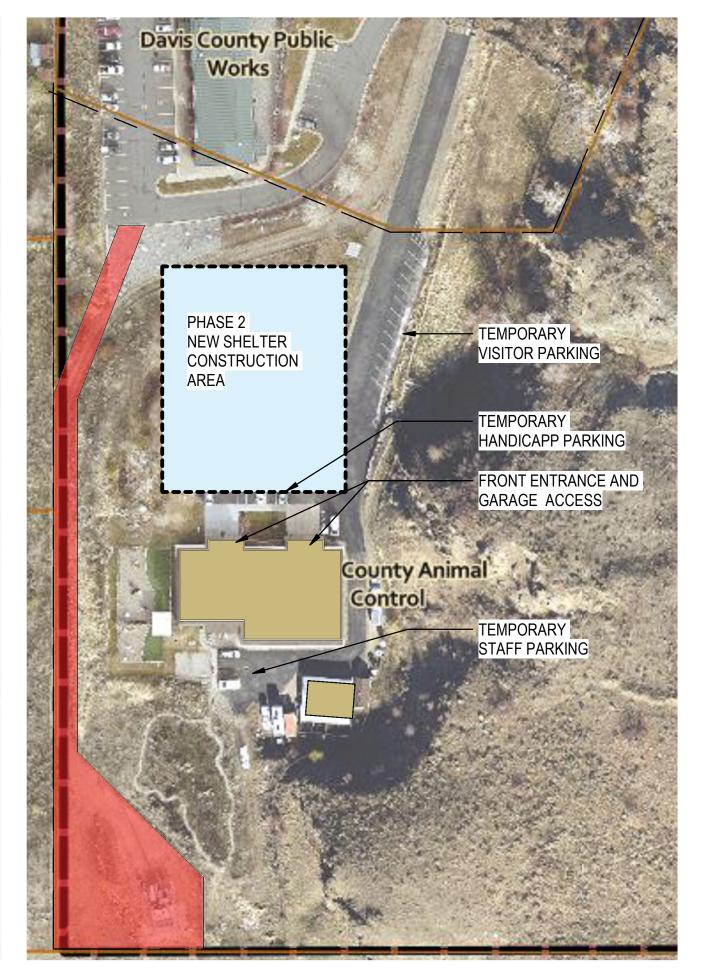
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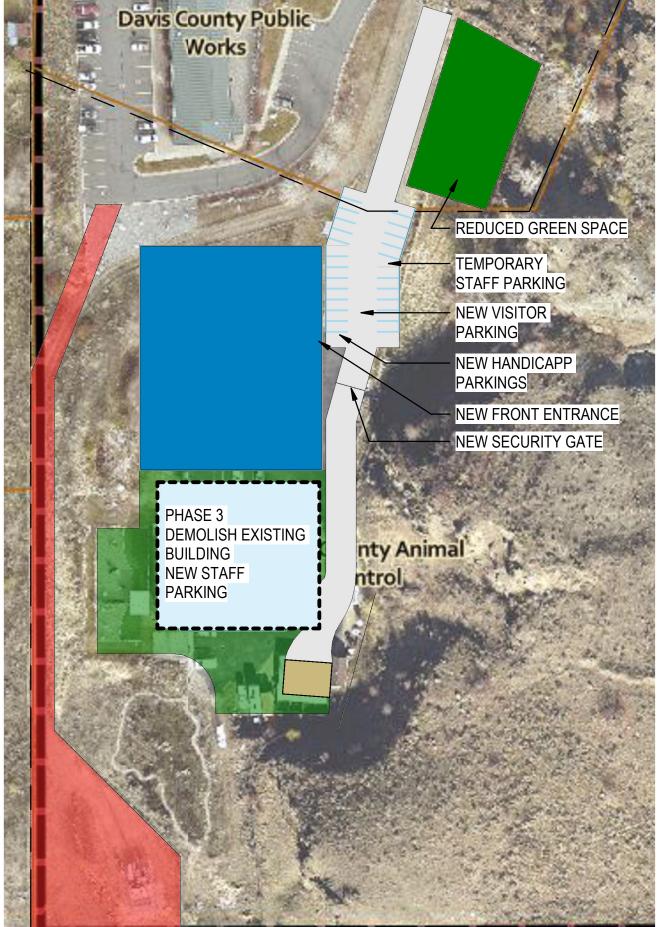




PHASE 1\_RELOCATE ACCESS ROAD

2 PHASE 1





4 PHASE 3\_DEMOLISH EXISTING BUILDING / NEW STAFF PARKING



5 SCHEME A COMPLETE
1" = 80'-0"

## **LEGEND**

EXISTING

1 EXISTING SITE
1" = 80'-0"

EXISTING AND NEW GREEN SPACE

CELL TOWER ACCESS

## **EXISTING**

EXISTING LEVEL 1 +/- 9500 SF EXISTING LEVEL 2 +/- 1000 SF

EXISTING BARN +/- 1000 SF

\*MECHANICAL UNITS ARE LOCATED IN AN +/- 8000 SF ATTIC INCLUDING DUCTWORK

### PHASE 1

\_RELOCATE ACCESS ROAD
\_PREPARE NEW SITE
\_ESTABLISH CONSTRUCTION
ZONE

### PHASE 2

\_RELOCATE EXISTING HYDRANT
\_REDUCE GREEN SPACE TO
ALLOW FOR NEW VISITOR PARKING
\_NEW SHELTER CONSTRUCTION
\_NEW VISITOR PARKING
\_NEW SURROUNDING GREEN
SPACE

### PHASE 3

PHASE 2\_CONSTRUCT NEW BUILDING
1" = 80'-0"

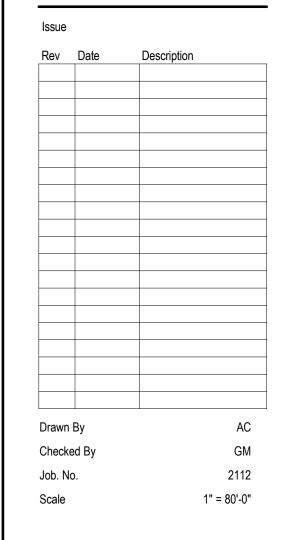
\_RELOCATE ANIMALS
\_NEW SECURITY GATE
\_DEMOLISH EXISTING BUILDING
\_NEW STAFF PARKING
\_NEW SURROUNDING GREEN
SPACE

A1

# DAVIS COUNTY ANIMAL CARE

5845 DOYLE STREET

EMERYVILLE, CA 94608 TEL. 510 985 9779 FAX. 510 985 0116 WWW.SWATTMIERS.COM



Poforongo North

Drawing Title

PHASING PLAN

**SK-03** 

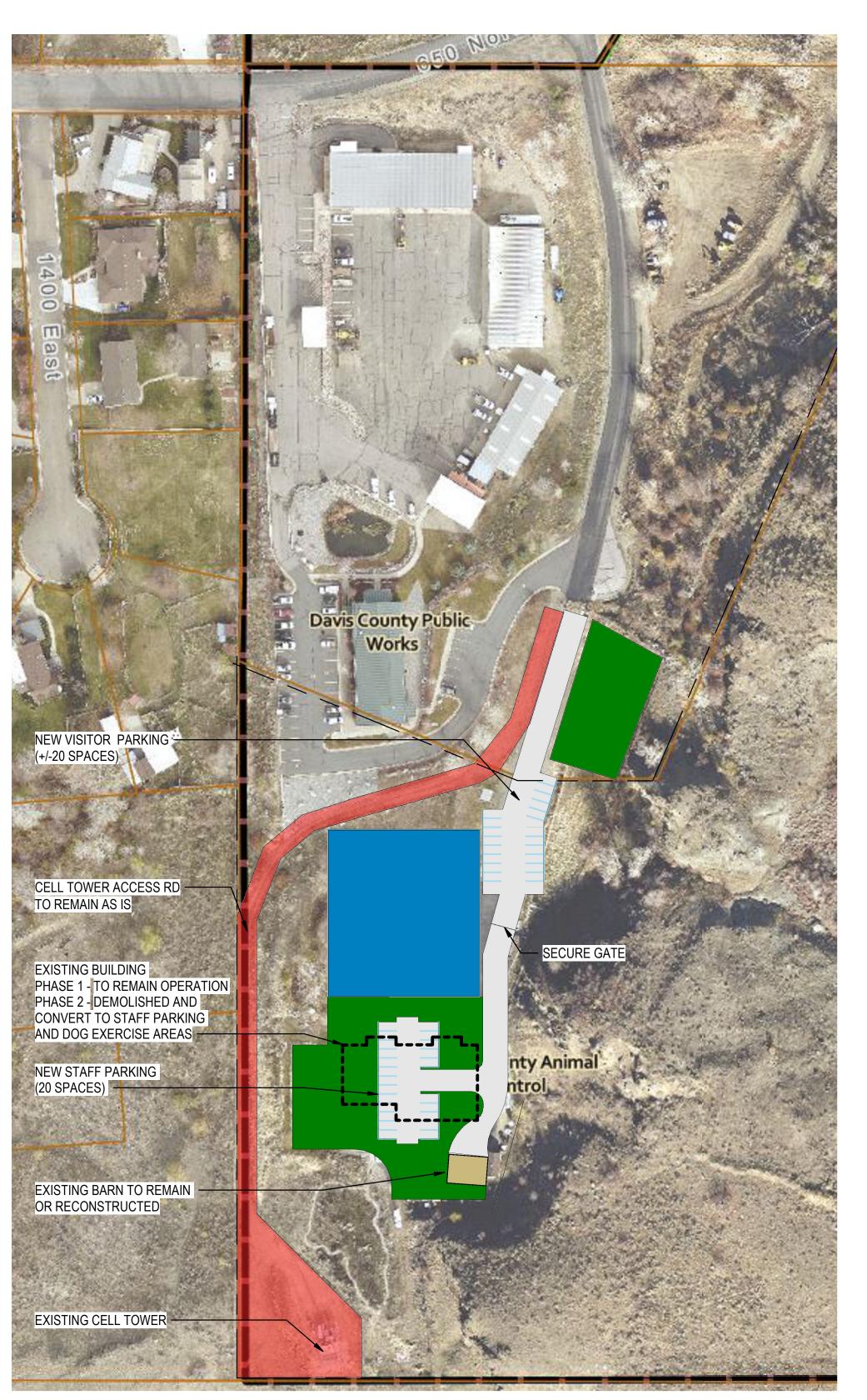
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## ATTACHMENT B CURRENT SITE—SCHEMES B1 AND B2



SCHEME B.1 'HORIZONTAL' PARKING LAYOUT



2 SCHEME B.2 'VERTICAL' PARKING LAYOUT

1" = 80'-0"

## SCHEME B

MAINTAIN EXISTING CELL TOWER ACCESS ROAD WHICH ALLOWS +/- 25,000 SF ON ONE LEVEL

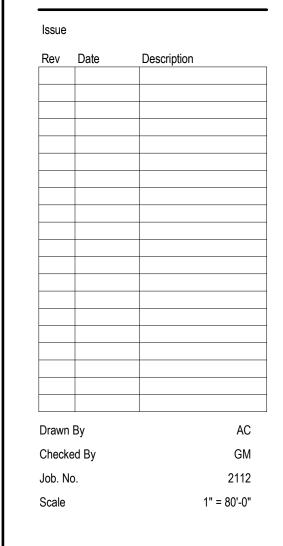
**EXISTING BARN** +/- 1000 SF

\*ADDITIONAL SPACE MAY BE AVAILABLE ON LEVEL 2

## **DAVIS** COUNTY **ANIMAL CARE**

SWATT MIERS

5845 DOYLE STREET SUITE 104 EMERYVILLE, CA 94608 TEL. 510 985 9779 FAX. 510 985 0116 WWW.SWATTMIERS.COM



NEW SHELTER EXISTING EXISTING AND NEW GREEN SPACE CELL TOWER ACCESS

**LEGEND** 

**SCHEME B** 

**SK-02** 

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